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Implementation of the Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future

Report of the Secretary-General

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I. INTRODUCTION

1. In paragraph 11 (e) of its resolution 46/90 of 16 December 1991, the General Assembly requested the Secretary-General to report to it at its forty-eighth session, through the Commission for Social Development and the Economic and Social Council, on the progress achieved in the implementation of and follow-up action to the Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future (E/CONF.80/10, chap. III), adopted by the Interregional Consultation on Developmental Social Welfare Policies and Programmes in 1987, as well as to resolution 46/90 itself.

2. As at mid-November 1992, in response to requests by the Secretary-General, information had been provided by 27 Governments 1/ and by 16 entities of the United Nations system which referred mostly to their own activities but in some cases to national conditions monitored by them. 2/ The information provided referred to the period from May 1991, the end date of the period concerning which the Secretary-General previously reported on this matter (A/46/414), to October 1992. The Secretary-General took into consideration also the findings of recent expert meetings on issues directly pertinent to implementation of the Guiding Principles, 3/ and drew upon the continuously updated information contained in the Developmental Social Welfare Database of the United Nations Centre for Social Development and Humanitarian Affairs (UNCSDHA).

3. The reviews of conditions set out in sections III to VI summarize the information made available by these means in respect of national conditions. Section VII summarizes information provided by entities within the United Nations system concerning their activities which were expected to contribute to the achievement of the conditions identified in the goals and objectives of the Guiding Principles. Section II attempts to formulate general observations, to draw conclusions and to make recommendations.

II. CONCLUSIONS AND RECOMMENDATIONS

4. On the basis of the information made available to the Secretary-General by Governments and by entities within the United Nations system concerning progress in the achievement of those goals and objectives set out in the Guiding Principles for Developmental Social Welfare Policies and Programmes in the Near Future, the following general observations can be made.

5. Since the adoption of the Guiding Principles in 1987 and their endorsement by the General Assembly in the same year (resolution 42/125), very substantial changes in global and regional conditions have taken place: the anticipated solution of global economic problems has not been achieved; there has occurred an unexpected political and economic transformation in central and eastern Europe; and environmental pressures are seen to be much more urgent than realized. Consequently, although some progress has been reported with respect to achievement of certain of the societal conditions set out in

the goals and objectives of the Guiding Principles, and with respect to the situation in a few countries, in general actual conditions have not significantly improved and in many countries have deteriorated, often reaching catastrophic levels. The areas of concern identified by the Guiding Principles are in many ways more alarming now than in 1987; and implementation of many recommendations has encountered severe difficulties in spite of innovative approaches in many countries. Although their validity is still widely recognized, there is widespread concern that much greater efforts must be made if acceptable societal conditions are to be achieved within a reasonable period of time.

6. Analysis of global problems as well as of new conditions has suggested that a significant cause of their severity and persistence may have been an insufficient inclusion in societal strategies of adequately formulated social policies, sufficiently provided with the resources necessary for their implementation. There is some evidence that in all regions, and despite considerable variety in national conditions, there has been an important convergence in perceptions held by Governments, by entities in the United Nations system and by specialists, of the strategic value of social policy, and in particular an acknowledgement that there exists a need for an upward re-evaluation of its function within societal management. The convening of the Interregional Consultation on Developmental Social Welfare Policies and Programmes in 1987 and its adoption of the Guiding Principles, as well as their endorsement by consensus by the General Assembly in the same year, and the reaffirmation by the Assembly of their continuing validity in 1989 and 1991 (resolutions 44/65 and 46/90), have formed part of a growing interest in emphasizing the contribution of social policies which resulted in the proposals for holding the World Summit for Social Development in 1995.

7. A central challenge now faced by most national economies is how to stimulate investment and bring into play unused resources, particularly human resources, in a sustainable manner. One means of meeting this challenge appears to consist of directing a much greater part of resources to the renewal and creation of social capital and infrastructure, as well as provision of basic services and essential commodities. Thus, emphasis on the solution of social problems could be a major stimulus to the global economy.

8. At the same time, incorporation of social policies in strategies of societal management is a prerequisite to achievement of many economic goals. The challenge is how to promote, facilitate and reward the contribution by all citizens - particularly by that significant proportion excluded from necessary opportunities and means - of their full potential for increasingly productive labour and for creative and entrepreneurial enterprise. The contribution of social policies is both to enhance the potential of such human resources and to help remove constraints upon its realization.

9. Individual self-confidence, equitable status, release from individual dysfunction and disadvantage, and stability but also resilience and flexibility in social associations, are all increasingly recognized as capable of contributing substantially to avoidance of conflict. Peace-keeping requires both preventive and rehabilitative social action.

10. The transformation of human behaviour necessary to move global society towards full harmonization with the natural environment is likely only if adequate attention is given to social policy: sustainable development also requires both preventive and rehabilitative social action.

11. Attention to the condition and status of women, the effectiveness of family and other kinship-based support systems, the provision of social security and social assistance, and the removal of prejudice and conflict between sections of society are all areas where social policy may promote and facilitate those changes in the demographically significant behaviour of individuals which are essential if demographic problems are to be resolved.

12. It is increasingly acknowledged that the direct and immediate costs to society of containing and compensating for individual dysfunction are very large and exceed significantly the cost of policy interventions designed to prevent or resolve such dysfunction. Growing unemployment and the human immunodeficiency virus (HIV)/acquired immune deficiency syndrome (AIDS) pandemic are examples of new major costs. Economic inefficiency, political instability, civil war and international conflict, environmental degradation and demographic pressure are conditions to whose existence unresolved social problems contribute. They are all extremely costly to human society and greatly impede human progress: their resolution would bring enormous benefits to all. It is against these considerations that the costs involved in effective social policy intervention must be measured, given that this must be a prerequisite for their solution. Consequently, the solution of difficulties facing public finances by denying adequate funding to the social sector appears to be self-defeating, contributing only to a rapid accumulation of problems inevitably requiring ever more costly intervention from an increasingly weakened society.

13. Governments increasingly acknowledge that social policy must be given much higher priority within societal management strategies, but believe that success can be assured only if new emphases and innovative approaches are adopted. Some Governments, although not yet the majority, have shown a marked tendency to move towards treatment of social issues in a comprehensive manner, rather than in terms of their sectoral dimensions. A major focus for integration in both conceptual and operational terms has been very clearly the family, which offers scope for much synthesis within social policy efforts. Indeed, it was the central significance of this fact that was recognized in the proclamation by the General Assembly at its forty-fourth session of 1994 as International Year of the Family, which, it is anticipated, will in turn contribute to better realization of the value of a family-oriented approach in social development. There is very strong convergence in thinking among the responsible governmental agencies and concerned intergovernmental organizations, international non-governmental organizations and specialists that an effective social policy contribution must comprise the following mutually reinforcing sequence:

(a) Further validate individual dignity and worth, and promote consideration of those who are disadvantaged or dysfunctional not as actual or potential burdens upon society but as unused human resources;

(b) Promote and support individual, family and community efforts to overcome dysfunctional conditions by means of strengthened social welfare services: the higher the levels of individual dysfunction, the more severe are the constraints upon realization of human resource potential and achievement of higher individual productivity, creativity and entrepreneurial effort. Programmes designed to generate income, create employment, and improve health and education cannot successfully reach many targeted individuals precisely because of their dysfunctional condition;

(c) Protect and support all forms of micro-level association for mutual self-help, including families and other kinship-based support systems and community associations;

(d) Promote, support and protect small-scale enterprises, including cooperatives, in order to provide a self-reliant and flexible base for local entrepreneurial activity;

(e) Expand contributory social security and complementary non-contributory social assistance programmes in order to prevent, contain or resolve individual dysfunction and breakdown in support systems;

(f) Promote an efficient, flexible and resilient civil society whose complex of institutions provides an organizational context wherein individuals may avoid dysfunction and disadvantage, realize their potential for mutual self-help and solidarity, and protect and represent their interests;

(g) Promote effective participation of all individuals, freely undertaken and with full access to information, in the management of processes relevant to their own condition;

(h) Ensure accountability, transparency and efficiency in government;

(i) Improve rapidly and substantially the condition of indigenous people, and other ethnically distinct populations who constitute a major unused human resource in many national societies and whose creativity and experience in many fields of endeavour humanity cannot afford to lose, by means of innovatory approaches within broader strategies designed to enable them to respond as equal partners to contemporary opportunities and constraints, and to formulate their own approach to achieving an equal but, if they wish, separate membership within multi-cultural national societies; 4/

(j) Increase attention to culture as a factor of central relevance to social policy in order to avoid ethnocentric concepts not only in applying experience gained in one country to situations elsewhere, but also in applying nation wide policies to a heterogeneous population;

(k) Strengthen the public sector with respect to information collection, evaluation of innovative measures and policy-oriented research; effective central strategic guidance, support and coordination; harmonization of

different areas of social policy, so that advantage can be taken of the potential for mutual support between different measures and so that action in one area may not constrain that in another; and appropriate forms of regionalization, decentralization and attention to locational variety;

(l) Provide more effective and relevant training to social and community workers, and to other specialists engaged at the micro-level in protecting and supporting disadvantaged sections of the population, in order to establish subregional and local social development teams. Indigenous peoples and other ethnically distinct populations in particular need such training.

14. On the basis of the conclusions set out above the General Assembly may wish to consider the following courses of action which might be taken by Governments:

(a) Participate fully in international discussions on social development, including preparations for the World Summit for Social Development, which the General Assembly, by resolution 47/92 of 16 December 1992, decided to convene in 1995, and reflect as appropriate the Guiding Principles as a contribution to substantive preparations;

(b) Take initiatives to organize regional conferences to promote implementation of the Guiding Principles, if appropriate as part of preparations for the World Summit;

(c) Elaborate on the basis provided by the Guiding Principles, in close consultation with all relevant non-governmental organizations and institutions, and with the assistance of the United Nations system if appropriate, a comprehensive national social policy as an essential component of the country's societal management strategies;

(d) Strengthen, or establish if none exists, a national council for social development in order to ensure the close partnership with principal representative non-governmental organizations which is essential to implementation of the Guiding Principles, and promote its active membership in the International Council for Social Welfare in order to strengthen international coordination as a complement to closer intergovernmental cooperation;

(e) Utilize observance of the International Year of the Family in 1994 as an opportunity for formulating an integrated national family strategy in order to contribute to achievement of the goals and objectives of the Guiding Principles;

(f) Include social policy components within comprehensive national strategies for dealing with drug and alcohol abuse; anxiety, stress and suicide; HIV/AIDS; homelessness; family violence, delinquency and crime; and other severe dysfunctional conditions;

(g) Give high priority to promoting and facilitating mutual interaction between efforts to implement the Guiding Principles and those to implement Agenda 21 adopted by the United Nations Conference on Environment and Development; 5/

(h) Consider extension of social security and social assistance as a relatively cost-effective means of hastening completion of the demographic transition;

(i) Fully utilize the potential of social policy to contribute to the prevention and resolution of ethnic conflict and political extremism;

(j) Further promote, facilitate and support the effective participation of citizens in all phases of policy formulation and implementation in matters which affect them, making use for this purpose of the pertinent recommendations of the Plan of Action for People's Participation adopted by the General Conference of the Food and Agriculture Organization of the United Nations (FAO) in 1991, and seeking as appropriate to extend its recommendations to urban conditions.

III. IMPLEMENTATION IN WESTERN EUROPE, NORTH AMERICA, AUSTRALIA, NEW ZEALAND AND JAPAN

15. In many societies the goals and objectives of the Guiding Principles appeared to be further from fulfilment than in 1987. Many countries had been affected by processes which had caused serious inefficiencies in societal organization, to the further detriment of the many already disadvantaged, as well as to an increasing number of newly disadvantaged. Governments, intergovernmental organizations and specialist institutions identified increasing pauperization as the major contemporary challenge to implementation of the Guiding Principles. The maintenance of an effective social safety net was essential but had to be closely linked to labour market restructuring. Careful targeting was necessary. It was no longer possible to hope for "full employment societies", with the great majority in full-time formal jobs, enjoying comprehensive social guarantees. However, it might be possible to establish "full activity societies", providing for all households an acceptable mix of full-time and part-time employment, including home and community work. This would require adaptation of social security systems to persons in non-formal occupations, many of them women, but these systems were already seriously affected by population ageing. Widespread stress and anxiety caused an increasing incidence of individual dysfunction, including sharply rising suicide rates, coinciding with a declining capability of many families and communities to provide care. Increasing numbers of migrants and refugees strained resources and stimulated ethnic and racial conflict.

16. The response to these processes had been significant adjustment in societal management strategies, including re-examination of the functions therein of social policy. A continuum of strategic positions ranged from the view that the State should assume little responsibility to one that it should

be the senior partner. Recent trends emphasized a shift in position along this continuum towards transferring greater responsibility to individuals, families and communities in those countries which until recently had favoured maximum governmental intervention, which could no longer be financed. But there appeared to be a point on the continuum which corresponded to a belief that, in post-industrial societies, there must be a limit to State withdrawal from responsibility (indeed many national constitutions defined an expressed obligation on the part of the State). Moreover, there had been convergence towards this point also by societies until recently located further towards the extreme of minimal governmental intervention: this was because the costs of insufficient involvement had increasingly constrained economic efficiency and socio-political solidarity.

17. An example of a society shifting substantially away from emphasis on governmental responsibility was that of New Zealand. Here the goal of social policy was still to contribute to a fair and just society: however, both fairness and justice were perceived to be principles applicable not only in favour of the needy but also in favour of those called upon to support them through their taxes. Consequently, the thrust of current adjustments was to reduce need by effective prevention of dysfunction while converting existing dependency into responsible self-sufficiency. Social policy would contribute to managing a society so that all had sustainable opportunities to realize their full potential to contribute to the economy by means of their own enterprise, self-reliance and participation. Nevertheless, there would be no retreat from the responsibility of the public sector to play a major role in protecting and supporting individuals whose resources were insufficient.

18. A society much more reluctant to shift from strong governmental participation was Finland. Here severe recession had caused a crisis in the financing of the social security, welfare, and health care system: already by October 1992 certain extensions of the system had been stopped, some already reduced and other reductions were under consideration. Finnish people did not easily accept reduction in social benefits in favour of returning responsibility for care of dependants to the family. Social and health professionals considered that real savings could be brought about only in the long term. Moreover, agencies responsible for social policy, in contrast to budget agencies, insisted that short-term savings from retrenchment would be greatly exceeded by medium- and long-term costs. Underlying the current economic challenge were severe problems arising from population ageing whereby the entire pension system would run into financial crisis by the early years of the next millennium if remedial measures were not soon successfully applied. To resolve the situation a better demographic structure was required, but fertility was not susceptible to policy incentives and disincentives. The alternative was to allow immigration, but this would place a heavy demand upon the services intrinsic to the Finnish welfare State.

19. A statement concerning major social policy issues transmitted to the Secretary-General in October 1992 by the Government of the United States of America identified the difficulties faced even by economically advanced countries in achieving societal conditions consonant with the goals and

objectives of the Guiding Principles. Demographic ageing had been a major cause of rapidly rising health costs, but the burden on the public budget was an expression of widespread poverty; the Federal/State Medicaid programme for low-income persons constituted much of this burden. Increasing public health costs, and a reduced tax base, were caused also by a poverty-based complex acknowledged to result from insufficient public spending. One means of alleviating costs had been to transform unemployed recipients of assistance into employed taxpayers. However, mothers enrolled on the Aid to Families with Dependent Children programme, who undertook training and obtained jobs, encountered as yet unresolved problems of caring for dependants.

20. The Government of Germany drew the Secretary-General's attention to the emphasis it gave to the contribution that self-help activities were making to achievement of the goals and objectives of the Guiding Principles. In 1987 it had initiated a model programme which comprised financial assistance and allocation of office space; infrastructural support through self-help contact offices; and institutional support through local self-help advisers and ombudsmen. A five-year pilot project had extended this programme to the new eastern provinces, where further progress had been made also in establishing an effective private social welfare sector. The Government had supported those programmes undertaken by existing private organizations designed to assist their new partners both financially and organizationally. Measures intended to bring nearer true freedom for women to choose between child-rearing and employment outside the household had been adopted and, from January 1991, fully extended to the new eastern provinces.

21. In most of the countries which provided information, adjustments had been made in legislation, institutional arrangements and operational arrangements in order to rationalize and make more efficient and effective social policy formulation and implementation. Developments included redistribution of responsibilities among central government agencies: for example, in Iceland, a consolidation under the Ministry of Social Affairs of previously dispersed responsibilities; and in Germany, in response to demographic, socio-cultural, economic and technical developments, establishment of a separate Ministry for Family and Senior Citizens.

22. Other changes occurred with respect to decentralization of decision-making concerning the use of central government subsidies and use of private services (e.g., the Planning and State Subsidies Act of 1992 in Finland). Attempts were made to define better the responsibilities of local authorities and strengthen their capabilities (e.g., the Local Authorities Social Service Act of 1991 in Iceland). In Cyprus the Government subsidized a rapidly increasing number of voluntary agencies. Their work was coordinated by a Pancyprian Welfare Council which had begun a programme of recruiting and coordinating volunteers for welfare organizations and institutions, thereby encouraging links between concerned citizens and members of population groups who happened to be disadvantaged or dysfunctional. In a number of countries there was increased support to families caring for disadvantaged or dysfunctional persons, for example, by means of recently enacted legislation in Greece. In Portugal recent measures had been designed to strengthen

collaboration between a decentralized system of social security and social action and private organizations concerned with social solidarity as well as mutual-help associations which existed within a strongly developed system of family and community solidarity. A newly introduced programme provided financial support to suitable families for the purpose of integrating temporarily or permanently within them isolated elderly persons and persons with disabilities. Anti-poverty programmes, including in some areas gypsy communities, were associated with an emphasis upon integrated community development. In the United Kingdom of Great Britain and Northern Ireland the Government was completing the last stage of implementing its new policy on community care, whereby disadvantaged persons were enabled to live as independently as possible in their own homes or in a homely setting in the community. This involved the transfer from April 1993 of central funds to local authorities who would thereafter be responsible for assessing care needs, and funding and commissioning all social care.

23. In addition to the strategic adjustments required to meet changing societal conditions, Governments drew attention to a number of issues that still required policy attention if the goals and objectives of the Guiding Principles were to be achieved within an acceptable period. Regionalization, decentralization and the strengthening of local service provision had encountered numerous problems of balancing local and central requirements. There was often insufficient spatial conformity between administrative entities and the functional geographic spaces, such as metropolitan regions, for which coherence in policy intervention was essential. Measures to facilitate and fully reward the contribution to society of persons, predominantly women, in caring for and socializing children, a prerequisite for full use of human resources and for avoidance of major costs of dysfunction, were still very inadequate. Many countries lacked comprehensive national strategies which included effective social policy contributions to preventing and resolving severe dysfunction such as drug and alcohol abuse, HIV/AIDS, suicide, etc. There had been insufficient progress in responding better to cultural diversity, including the potential of indigenous peoples to contribute to resolution of their own social problems as well as those of broader society.

IV. IMPLEMENTATION IN CENTRAL AND EASTERN EUROPE

24. In European countries attempting to construct market-managed societies on a base inherited from command socialism, careful consideration was being given to the function of social policies in new societal strategies. Here strategic reconstruction of national economies and political systems had been parallelled by a substantial shift in social policy from a predominance of the public sector, and universal approaches to social security and welfare provision, towards much greater responsibility for civil society and for families and individuals themselves, and to a selective approach within residual public programmes. The preferred strategic position in all these societies was one which had moved away from a common point at one extreme, to

a diversity of new positions ranged widely along the continuum in the direction of minimum public involvement. However, societal conditions had given less scope for revision of former arrangements than had been hoped for, and the goals and objectives of the Guiding Principles were in most respects far from achievement.

25. A complete tranformation in social policies was perceived in most countries to be not merely a response to strategic reconstruction, but rather to be one of its essential motors. Suggestions for a comprehensive strategy formulated during mid-1992 in the Russian Federation and transmitted to the Secretary-General illustrated well the nature of the strategic function of social policy in the management of societal transformation which was considered at that time to be desirable, although it was not suggested that in actual conditions implementation could soon begin. Nevertheless, the conceptualization of the functions of social policy in economic transformation is pertinent to an understanding of a common concern among Governments in this region. A comprehensive reform of social policy was considered an essential prerequisite for achieving success with respect to each of the critical factors determining the rate of emergence of the economy from its contemporary crisis: expansion of capital for private investment, the demand for which must be stimulated, and significantly increased labour productivity. A shift from a universal to a carefully targeted system of public sector provision of social security, social assistance, housing, health and education would permit a reduction in the public budget, thereby allowing tax reductions which, if applied to private enterprise profits, would release capital for investment. A shift from a universal system of social security coverage would permit priority being given to expenditures designed to increase labour productivity and entrepreneurial activity, including retraining and relocation of labour and the productive absorption of citizens returning from elsewhere in the former Union of Soviet Socialist Republics. An active employment policy would stimulate rapid search for new employment and willingness to adopt new occupations. It would also make available funds needed to support more adequately persons made redundant and others in real need. This would facilitate better realization of human resource potentials and prevent social disintegration. Transfer to individuals of responsibility for satisfying their own needs would stimulate an interest in productivity, saving and effective investment. Public and private contributory pension and insurance funds would become an important source of capital for investment.

26. Most Governments faced very severe obstacles to the implementation of any such social development strategy. They were confronted with the challenge of bringing about a very substantial transformation in social services while at the same time maintaining adequate support for the vulnerable and disadvantaged no longer covered by enterprise-linked services, and even extending services to those previously inadequately protected. For example, the impact of transformation in the Czech and Slovak Federal Republic had been mitigated by monthly compensation allowances and inflation-adjusted social benefits. Some countries had not yet changed substantially from previous systems: in Bulgaria in 1992, 96 per cent of all social security and social welfare expenditure was still administered through enterprises. Other countries were using the inherited system as a base from which innovative

extensions were being made. In urban districts in Belarus, home services and social assistance departments, administratively subordinate to municipal social security offices, monitored provision of commodities and services by a variety of public and private institutions, including retail enterprises. They also provided direct social services, including home visits, and facilitated interaction between persons in need and appropriate public agencies. In rural districts, territorial social assistance and domestic service centres and special sections of district social security offices provided similar services. Private programmes were growing in importance: the Red Cross Society already played a most important role and other charitable and religious societies were beginning to provide assistance and to coordinate their work with that of the district social security offices. While the comprehensive system of provision of social security benefits and income tax relief to assist all families, and particularly mothers, remained in operation, specialized social services for families in solving severe economic problems and disruptive conditions were lacking. There was a great shortage of social workers and psychologists.

27. Hungary had moved very far from previous policy positions. Parliament was expected to adopt before the end of 1992 a new social law whereby local authorities would assume responsibility for most social services. These were to be provided also by private organizations either by commercial contract or with support received from a Welfare Service Foundation, responsible for the development of local civil associations engaged in creating work for socially disadvantaged persons, and financed by governmental and by European Community (EC)-PHARE funds. From February 1992 the State health system was transformed into an insurance-based system.

28. Despite progress achieved in some countries, the situation in this region was still very grave and remained far from the conditions which would constitute an acceptable level of achievement of the goals and objectives of the Guiding Principles. The social costs of transition to market-determined societal management were becoming increasingly high. Governments and international agencies had begun to recognize that social conditions of such severity undermined the entire viability of the economic structural reforms being attempted. The dismantling of the public sector of the economy and its closely associated social security and welfare mechanisms had transferred responsibility to either the government or private organizations, none of which were sufficiently prepared, in terms of financial and human resources, legal capacity or administrative experience. This had extremely serious consequences, particularly for the considerable proportion of their populations made up of the vulnerable and disadvantaged, which was rapidly reaching catastrophic proportions: conditions of real destitution, homelessness and human misery not experienced for many decades had reappeared. Stress, anxiety, suicide, alcoholism, drug abuse, delinquency and crime were rising rapidly. Ethnic tension and conflict and large-scale migration and refugee movements were adding substantially to social problems.

29. Major constraints upon implementation of newly introduced social measures continued to exist. There were severe problems in redistributing new

responsibilities over the complex of public sector agencies, themselves undergoing substantial restructuring. Classification and registration of needy citizens were necessary. Social statistics, including those at the micro-level, must be compiled. Institutions for policy coordination within the public sector, and between it and the private sector, were undeveloped. Many factors militated against achievement of efficiency, transparency and public accountability in both local and central government, as well as establishment of a strong civil society, especially in rural areas. Few resources were available for retraining social security and health personnel and training social and community workers. External assistance was uncoordinated and insufficiently evaluated: inappropriate arrangements were already prejudicing individual, family and societal interests, particularly in institutional child care and international adoptions.

V. IMPLEMENTATION IN COUNTRIES OF AFRICA, DEVELOPING ASIA AND LATIN AMERICA NOT AFFECTED BY SOCIETY-WIDE CATASTROPHES

30. The challenges which confronted attempts to achieve the goals and objectives of the Guiding Principles remained extremely severe, and in most respects in all but very favoured countries the goals and objectives of the Guiding Principles were far from being achieved. The situation varied widely among countries in these regions. Some (for example, Brazil, Mexico, South Africa, India) faced highly complex challenges to strategic management, but already possessed very substantial resources which could be drawn upon for this purpose. In their advanced regions they had to deal with a complex of social problems similar to those common in North America and Europe. Here institutional development, trained resources, and programme experience in social policy areas were as high or even higher than in some countries in Europe and North America. The social policy mix was characterized by a significant governmental component, but more generally by reliance upon civil society, in which there were many uncoordinated specialist organizations, as well as still strong family and other kinship-based support systems. However, they had to deal simultaneously with problems arising from massive migration from rural regions. Here family and community systems, although often seriously damaged, faced the severe problems arising from maldevelopment, with minimal governmental or formal private organization contributions.

31. Among these countries, South Africa was faced by an unusual combination of circumstances which called for strategic rethinking: severe recession, serious drought and the difficulties of bringing about the social development of an extremely disadvantaged majority, until very recently totally excluded from strategic policy-making. The Government was engaged in an adjustment of its societal management within the context of further dismantlement of apartheid. It was formulating new social welfare policies by means of consultation with concerned public and private agencies. In this it was able to call upon a long experience in many areas of social development and would continue to rely upon partnership with an extensive network of private sector organizations, previously separately engaged with each of the racially defined sections of the population, but now to become fully integrated. Attention was

being given to overcoming differences in service provision: parity in the subsidization of those welfare services rendered to the elderly came into effect in July 1992, while disparity in respect to other social grants was to be phased out by October 1993. As an immediate response to poverty and drought, a National Nutrition and Social Development Programme had started to function in June 1992. It subsidized the community-based programmes of non-governmental organizations, as it was acknowledged that communities themselves were best able to identify and prioritize their own needs.

32. Countries with highly favourable economic conditions formed a quite distinct category in respect of societal management and the functions attached to social policy. They had financial resources sufficient to support welfare state conditions. For example, in Saudi Arabia, where social policies were designed to realize human potential, individual responsibility and societal harmony and solidarity, public resources were sufficient to provide high standards of preventive, curative and rehabilitative social security for all, as well as social assistance for specially dysfunctional persons. Much financial support was available to voluntary organizations. Consequently, although there remained scope for further improvement in organizational and technical aspects, the Government was able to report that implementation of the Guiding Principles faced no major problems.

33. In Singapore a further shift in responsibility from Government to individuals, families and communities was under way. A preventive approach was utilized in order to anticipate problems and deal with them at an early stage. Community participation in the provision of social services was being maximized, as public programmes did not have the same effectiveness as those of community, religious and civic organizations. Many other Governments attempted to render increasingly effective the articulation between public and private programmes, as, for example, in Indonesia where the social welfare system based on communal solidarity within an Islamic society - "Bapa Angkat" - was actively supported.

34. The 1987 Constitution of the Philippines guaranteed enjoyment of the fruits of social progress to all, but stipulated also that they should contribute to that progress. The development plan for 1987-1992 stressed decentralization and required more active people's participation, through involvement in community organizations and non-government bodies, not only in programme implementation but also in programme and project identification and in decision-making. A "total family approach" shifted the targeting of social services from individuals to families, thereby making the latter the entry point in providing services to clients and to other members of the family. To support families dealing with problems, family enrichment and counselling activities and short-term family casework services were provided. More comprehensive support was given to communities with significant proportions of their populations needing social welfare services. This included raising people's awareness of the needs and problems of their community; facilitating collective action to respond to common needs and problems; and strengthening or organizing viable structures that would respond to community needs and problems.

35. In many countries structural adjustment programmes had involved substantial reduction in the resources allocated to the social sectors. However, in some cases Governments had resisted pressures to take such action; for example in Jordan, which since 1989 had embarked upon a strict programme of structural adjustment to enable it to overcome in the long run economic problems. This had made necessary strict rationing of the State budget. The country also faced severe pressures imposed by the sudden influx of very large numbers of persons requiring welfare services as a result of the recent conflict in the region. However, the social services ministries had not had to face any budget cuts. This reflected the Government's belief that the provision of such services was, in the final analysis, an investment for the future.

36. In most countries Governments acknowledged that, in order to move nearer to achievement of the goals and objectives of the Guiding Principles, the fundamental contribution must be made by macro-level economic and political policies and appropriate regional planning in order to remove the negative factors now constraining the full realization of the vast human resources available. However, a complementary social policy intervention was considered essential. One policy area with respect to which it was thought possible that progress could be made, even in current conditions of limited resources, was that of strengthening the economic and social security of families. Family and other kinship-based micro-support systems remained the principal organizational means of reducing and spreading risk and providing economic and social security. They also provided a base from which to participate in private enterprises and public programmes. Although exhibiting remarkable flexibility and resilience, many had been severely damaged by recent societal change. Formal social security programmes, already restricted in scope, had also suffered, and there had been insufficient development of mechanisms provided by the market or by new forms of intermediate association within civil society. Consequently, a major gap in economic and social security existed, within which poverty and destitution persisted. The large population included in this gap suffered severe dysfunctional conditions, leading to self-perpetuating disadvantage, environmental degradation and delay in the demographic transition, with all its multiple consequences. 6/ Hence, it had been increasingly realized that to extend contributory social security coverage would have immediate benefits, particularly if complemented by provision of non-contributory social assistance. Recipients would be entry points to wider networks made up of kinship-based support systems. Assistance in the form of small but relevant amounts of cash might be the least costly measure to administer and the most helpful to recipients, the majority of whom might best be women, who would be able thereby to adopt the most flexible and efficient approaches to the solution of family problems. Improved economic and social security would assist mutual self-help mechanisms to prevent dysfunction, rehabilitate dysfunctional persons and develop confidence in using measures to realize human potential. 7/

37. It was recognized by Governments, entities of the United Nations system, and specialists that efforts by individuals and communities themselves needed support by teams of specialists in such areas as small enterprise development,

credit union management, functional literacy, primary health care, and so forth. Their separate programmes must be harmonized by specialists in regional and subregional planning, extending to neighbourhood and community planning. Included in such teams should be specialists in strengthening mutual self-help associations, cooperatives and all forms of mobilization and participation. However, because individual dysfunction arising from stress and anxiety, and from breakdown in support systems, was a form of disadvantage additional to, even if based upon, poverty, ill-health and illiteracy, and prevented individuals from benefiting from measures in these sectors, all the above efforts must be extended and supplemented, in a closely articulated manner, by the interventions of social workers and counsellors engaged very actively in prevention as well as care and rehabilitation. Given restrictions on modern sector resources, sufficient impact could be achieved only by an improved articulation between modern and large unused indigenous resources on the analogy of the relationships between modern and "traditional" medicine. Thus indigenous community resources could be upgraded both technically and organizationally, with strong backing by supervisory and specialist personnel trained in non-indigenous knowledge and methods.

VI. IMPLEMENTATION IN COUNTRIES AFFECTED BY SOCIETY-WIDE CATASTROPHES

38. Many Member States (all but a few located in Africa, Asia and Latin America) experienced combinations of catastrophic environmental, economic or political conditions affecting for long periods substantial proportions of their national population and territory. Indeed, so widespread were such conditions that countries suffering from them could be perceived as a constant and numerically significant component of the international scene. Here normal societal management strategies must be superseded by emergency programmes, in which social policies must nevertheless continue to play a significant role. Indeed, it would seem appropriate to design comprehensive social policies specifically for situations of national catastrophe.

39. Conditions were severe for populations experiencing catastrophe <u>in situ</u>, but substantially worsened where they were displaced within a country or across frontiers. The experience accumulated by the Office of the United Nations High Commissioner for Refugees (UNHCR) was relevant to all such emergency situations. Immediate assistance must be focused on individuals suffering severe material deprivation and psychological shock in conditions of breakdown in former micro-level support systems, and severe disruption in civil society and in normal provision of public services. Measures must deal urgently with unusually severe dysfunction affecting significant numbers of persons, and often added to the full range of dysfunctions and disadvantages normally affecting them. Emphasis must be given to family reunification, family needs and the role of the family in facilitating durable solutions. While acknowledging the need for immediate external assistance, UNHCR perceived refugees themselves as the greatest available resource whereby, through mutual self-help, the psychological, social and material structures of normal life could be most rapidly and firmly reconstructed.

40. Policies developed in respect of national catastrophe could be applied also in what might be termed the chronic semi-catastrophic conditions which exist in many urban and rural regions of other countries in Africa, Asia and Latin America, particularly where the populations affected were indigenous peoples and other ethnically distinct communities. They could be applied even in parts of some developed countries, particularly in inner cities, isolated rural areas, and economically depressed regions affected by what might be described as chronic social catastrophe. In all countries there may occur small-scale or short-lived disasters, which require analogous special social policy responses: closure of industrial plants; local accidents and environmental disasters; and local civil unrest.

41. There was growing evidence that social policy was able to contribute also to the prevention of catastrophe and the rehabilitation of affected societies. Social measures could contribute directly to prevention of conflict, particularly between ethnically distinct sections of society, by promoting community stability and individual self-confidence and respect for others. They could contribute indirectly by helping to avoid economic inequities. Social policy could contribute also to the prevention and amelioration of natural catastrophe, by promoting and facilitating the wide diffusion of critical adjustments in micro-level behaviour. Social policies, designed to strengthen the condition and status of women within micro-level support systems, to meet social security needs and to reduce individual dysfunction, were able to contribute very significantly to the resolution of societal problems arising from demographic conditions. Finally, in countries engaged in long-term societal reconstruction following recent catastrophic conditions, such as the Islamic Republic of Iran, social policy measures were contributing to the task of rehabilitating individuals, reconstituting families and communities and re-establishing civil society. Wartime and post-war conditions had imposed serious impediments on progress towards establishing the normal set of social security and social welfare services, and special measures had been necessary to deal with the very large numbers of affected persons. For example, all public organizations and enterprises were required to allocate 10 per cent of jobs to war-disabled persons or to the children of those killed, missing or disabled.

VII. IMPLEMENTATION BY THE UNITED NATIONS SYSTEM

42. Most of the entities that transmitted information to the Secretary-General pointed out that their programmes might better be described as consonant with, rather than pursuant to, the Guiding Principles and the associated resolutions of the General Assembly (42/125, 44/65 and 46/90). The Guiding Principles had stressed macro-level, sectoral and group-oriented policy areas in which these entities had been engaged for long periods prior to 1987. The latter were in agreement with the recommendations, goals and objectives of the Guiding Principles, having participated in the Interregional Consultation where they were formulated and adopted, and consequently had not needed to adjust their strategies in relevant areas of their responsibility. However, some entities reported that some adjustments in priorities had been

made and some innovative programmes begun in direct pursuance of the recommendations of the Guiding Principles. A number of entities, notably the regional commissions, perceived important elements of their programmes to be specifically designed to achieve the objectives of the Guiding Principles. There appeared to be a substantial similarity between the majority of respondent organizations and agencies in respect of their emphasis on a decentralized, participatory and community-oriented approach within their respective areas of responsibility. The following paragraphs summarize the information transmitted by these entities in reply to a specific request by the Secretary-General, and indicate with respect to a number of major areas of policy interest, the activities which they considered to be directed towards achievement of conditions fully consonant with the goals and objectives of the Guiding Principles.

43. Overall functions of social policy in societal management. An important activity of some entities had been to contribute to adoption of new concepts of the function of social policies within societal management. The United Nations Development Programme (UNDP) had been engaged in developing an innovative strategy for sustainable human development based upon an "emerging vision of development as human-centred, equitable and socially and environmentally sustainable" which its annual series of Human Development Reports and the United Nations Conference on Environment and Development had helped to shape. First, it emphasized equity, participation, a vigorous civil society, and effective people's organizations. Secondly, it recommended reallocation of funds from ministries concerned with production and security to those concerned with social services, people's skills, health and productivity; redirection of focus within production and security ministries to human development goals; reallocation of public expenditure from capital construction to key recurrent expenditures; and allocation of more expenditure to the base, where the returns were higher, than to the summit, thereby favouring widely dispersed small projects capable of encouraging local participation. Thirdly, it took into account the complementarities within and between sectors; emphasized decentralization to local levels which were more successful, less costly and more sustainable, and stressed empowerment and accountability at the local level. These emphases were consonant with the views of the United Nations Research Institute for Social Development (UNRISD) which, on the basis of its analysis of global developments during the 1980s, had concluded that social advance did not flow automatically from economic growth and technological change, whose impact on society was mediated by social structures. In order to assess the likely impact of economic policies, it was necessary to examine the social structures, institutions and movements which shaped decision-making processes throughout society.

44. Considerable support for formulation of more appropriate and effective social policy within societal management had been provided by the regional commissions. The Economic and Social Commission for Asia and the Pacific (ESCAP) had convened the Fourth Asian and Pacific Ministerial Conference on Social Welfare and Social Development at Manila from 7 to 11 October 1991, which had adopted the Manila Declaration on a Social Development Strategy for the ESCAP Region Towards the Year 2000 and Beyond (A/46/581, annex). The

Economic Commission for Latin America and the Caribbean (ECLAC), primarily through the activities of its Social Development Division and its Latin American and Caribbean Institute for Economic and Social Planning (ILPES), had held national and regional expert group meetings on priority topics and assisted Governments in developing effective strategies to reduce severe disadvantage and dysfunction. The Economic and Social Commission for Western Asia (ESCWA) had helped to develop the comprehensive social indicators needed for national policy-oriented analysis and policy development. The UNCSDHA Interregional Adviser in Social Development had supported national policy reformulation. In cooperation with the European Centre for Social Welfare Policy and Research, UNCSDHA was supporting the Government of the Czech and Slovak Federal Republic in preparing for the Conference of Ministers and Senior Officials Responsible for Social Affairs, Social Welfare and Family Matters in the States of the United Nations European Region, to be convened from 21 to 25 June 1993 at Bratislava, Slovakia. UNCSDHA operated a continuous monitoring of implementation of the Guiding Principles and prepared the series of reports of the Secretary-General (A/46/414 and the present report), together with a complementary comprehensive study of policy innovations, to be completed in 1993.

45. Functions of social policy in major strategic areas. The contributions of social policy to strategies concerned with environmental, economic, political and demographic problems were the preoccupation of several clusters of specialist entities. The United Nations Environment Programme (UNEP), by means of its series of State of the Environment reports and guidance to Governments, had promoted mutual support between social development and environmental management. Effective follow-up to the United Nations Conference on Environment and Development, particularly with respect to implementation of Agenda 21, would ensure comprehensive treatment of the mutual interaction between social and environment issues. UNRISD was engaged in research on the demographic, social and political dimensions of environmental policies. The contribution of social policy to the resolution of problems affecting the global economy, which had received attention at the macro-level in the International Development Strategy for the Fourth United Nations Development Decade, was being followed up by the Department of Economic and Social Development of the Secretariat, UNCSDHA, the World Bank, the International Labour Organisation (ILO), FAO and the United Nations Industrial Development Organization (UNIDO). The World Bank was increasingly convinced that social development was in itself economic development. UNRISD had undertaken research on mutual relationships between social processes and economic crisis, structural adjustment, globalization and transition to market-managed economies.

46. Social policy contributions to prevention and resolution of civil conflict and threats to international peace had not yet received much treatment, although ESCWA was examining the social impact of recent regional conflicts and would contribute to the Reconstruction and Rehabilitation Decade for Western Asia (1994-2003). UNCSDHA had launched a pilot project using multinational teams of social workers to promote reconciliation at the community level in the United Nations Protected Areas of Croatia in

collaboration with the United Nations Protection Force (UNPROFOR), UNDP, UNHCR, the United Nations Children's Fund (UNICEF) and the local Red Cross. UNRISD was engaged in research on ethnic conflict, political violence and social movements. Many entities, notably the United Nations Population Fund (UNFPA), the Population Division of the Department of Economic and Social Development, ILO, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and FAO emphasized the centrality of social measures as a means to contribute to resolution of disharmony between demographic and societal conditions. The topic was explored in an Expert Group Meeting organized by UNCSDHA and held at Vienna in September 1992.

47. Full realization of human rights. This was considered by all entities to constitute the basis of their activities. Some were engaged in refining and extending the corpus of instruments adopted by the international community under the aegis of the United Nations, as the Commission on Human Rights in its current preparations for the 1993 World Conference on Human Rights as well as in its function as secretariat to the Coordinator of the 1993 International Year of the World's Indigenous People. Some were further developing strategies which would promote full implementation of existing instruments, as UNICEF with respect to the Convention on the Rights of the Child. Others contributed to formulation of precise guidelines for national actions to realize the rights of specific categories of disadvantaged persons, as UNCSDHA in supporting formulation of Standard Rules on the Equalization of Opportunities for Disabled Persons.

48. Validation and upgrading of human resources. Emphasis on realizing the full potential of each human being, and particularly those for whom numerous constraints had hitherto prevented this, continued throughout the system. Entities responsible for economic sectoral policy areas, such as FAO, ILO, UNIDO and the International Fund for Agricultural Development (IFAD), continued to promote realization of the human potential of disadvantaged sections of the population within their efforts to develop human resources. IFAD increasingly directed its efforts towards women: in January 1992 its Governing Council had adopted the "Strategies for the Economic Advancement of Poor Rural Women"; and in February 1992 it had organized a Summit on the Economic Advancement of Rural Women which had adopted the Geneva Declaration for Rural Women (A/47/308-E/1992/97, annex). Those entities responsible primarily for social sectoral policy areas - ILO, the World Health Organization (WHO), UNESCO, the United Nations Centre for Human Settlements (Habitat) (UNCHS) and UNICEF - continued their comprehensive attempts to reduce inequities and prevent and resolve exploitation and discrimination among disadvantaged sub-populations. UNICEF was primarily concerned with children and their mothers, to whom also WHO gave special attention within its strategy of health for all. WHO had issued a series of publications on the health of disadvantaged sections of society and on reduction of inequities in use of health-care resources. UNCSDHA continued its promotional, monitoring and programme support activities as system-wide focal point for women, youth, the elderly and disabled persons.

49. Protection and rehabilitation of populations suffering extreme disadvantage. This was the concern of many entities. The condition of refugees was addressed by UNHCR in close collaboration with many other entities and, in a regional context, by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). UNRISD was undertaking research on refugees, returnees and local society. In preparation for and observance of the International Year of the World's Indigenous People, many entities were engaged in special activities. UNCSDHA was reviewing social welfare service provision to indigenous peoples, and their own ways of dealing with dysfunction.

50. Several entities, in close collaboration with many others in the system, focused their programmes on such major direct causes of severe societal dysfunction as crime and substance abuse. UNCSDHA gave attention to promotion of individual-, family- and community-based measures in crime prevention and criminal justice. The United Nations Interregional Crime and Justice Research Institute (UNICRI) would in 1993 undertake projects on the role of women and the family in education for prevention of drug abuse; on child abuse; and on violence in the family. The United Nations International Drug Control Programme (UNDCP) considered that the broad preventive welfare measures being extended to many disadvantaged groups needed to include measures specifically tailored for individuals abusing drugs: otherwise significant numbers of disadvantaged individuals could become dysfunctional, preventing them from taking advantage of whatever welfare assistance programmes might exist. Many UNDCP programmes aimed at stimulating Governments to assume wider responsibility for the protection and support of people at risk were family and community oriented. UNRISD was undertaking research on the socio-economic and political impact of production, trade and use of illicit narcotic drugs.

51. Entities concerned to reduce disadvantage among broad sections of the population did not usually pursue their activities to the point of dealing with the many individuals among such broad sections who suffered so severe and complex conditions as to be dysfunctional and require support by social workers in order to benefit from broad measures. However, ILO was assisting countries in Asia and Africa to develop community-based rehabilitation and social reintegration programmes for persons recovering from drug or alcohol addiction, and to develop prevention and assistance programmes at the workplace. UNICEF was giving special attention to children in especially difficult circumstances. UNCSDHA was analysing individual-, family- and community-oriented social welfare service contributions within national strategies for dealing with severe dysfunction, such as those arising from drug and alcohol abuse; anxiety, stress and suicide, HIV/AIDS and other chronic and terminal illness; homelessness; family violence; and crime and delinquency. The purpose was to develop guidelines which would help Governments to strengthen fully comprehensive national strategies.

52. Families, communities and popular participation. Most entities within the United Nations system were active in preparing for the International Year

of the Family, 1994, for which UNCSDHA acted as focal point and had elaborated a substantial programme. Many entities, particularly ILO, FAO, IFAD and UNIDO, were engaged in promoting and supporting small enterprises, including cooperatives. UNCSDHA was preparing policy guidelines on the contribution of cooperatives to social development. Effective participation by individuals and communities in formulating and carrying out programmes likely to affect them received much attention. FAO increasingly emphasized decentralized, participatory approaches to sustainable development and poverty alleviation. The twenty-sixth session of the FAO Conference had adopted, in November 1991, a Plan of Action for People's Participation in Rural Development. A particularly promising area of work involved promotion of autonomous rural people's organizations based on the expressed needs and aspirations of their members, without government influence or control. Agenda 21 outlined a multi-disciplinary approach focused on people: if the impetus given to participatory development by the United Nations Conference on Environment and Development continued, then many development activities would move from being viewed as government programmes in which local people were expected to participate, to local people's programmes supported by government. The UNDP Human Development Report 1993 would focus on people's participation in all its forms. UNESCO was active in carrying out the recommendation of the 1990 World Conference on Education for All, held at Jomtien, Thailand, which emphasized local emphasis on primary and functional education. WHO considered community involvement to be one of seven key factors in the successful development of health systems. The principle of decentralization and community participation was central to the concept of the Bamako Initiative. One of five challenges for the future included further empowerment of communities to assume more responsibility.

53. Training. UNCSDHA was engaged in developing an international programme to promote, facilitate and support substantially expanded training of the numerous categories of specialists required for effective implementation of the Guiding Principles at the micro- and local levels. During 1993 UNCSDHA, with support from the Department of Economic and Social Development, was to organize an interregional group training seminar in the management of developmental social welfare programmes. It was engaged in preparation of guidelines on regionalization and decentralization of social policies, an area where the United Nations Centre for Regional Development (UNCRD) had also been active. WHO considered decentralization to be a key factor in successful development of health systems capable of achieving health for all. Programmes to strengthen civil society included the very substantial work of ILO and FAO in support of trade unions and workers' associations.

Notes

1/ Belarus, Cyprus, Finland, Germany, Greece, Iceland, Indonesia, New Zealand, the Niger, Oman, Portugal, the Russian Federation, Singapore, South Africa, the Sudan, the United Kingdom of Great Britain and Northern Ireland, the United States of America and the Federal Republic of Yugoslavia. Replies from Governments, transmitted as part of the previous round of monitoring but received too late to be taken into account in the previous report on this topic (A/46/414), were taken into account in the preparation of the present report. They were from Cameroon, Cape Verde, the Islamic Republic of Iran, Italy, Jordan, Nepal, the Niger, Panama and the Philippines.

2/ United Nations Centre for Social Development and Humanitarian Affairs (UNCSDHA), United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), Economic Commission for Latin America and the Caribbean (ECLAC), Economic and Social Commission for Asia and the Pacific (ESCAP), Economic and Social Commission for Western Asia (ESCWA), Office of the United Nations High Commissioner for Refugees (UNHCR), United Nations International Drug Control Programme (UNDCP), United Nations Research Institute for Social Development (UNRISD), United Nations Interregional Crime and Justice Research Institute (UNICRI), International Labour Organisation (ILO), Food and Agriculture Organization of the United Nations (FAO), World Health Organization (WHO) and International Fund for Agricultural Development (IFAD).

3/ Interregional Symposium on Social Services in Major Cities, Bangkok, Thailand, 16-20 December 1991 (organized by the then Department of Technical Cooperation for Development of the United Nations Secretariat with the substantive collaboration of UNCSDHA); International Expert Meeting on the topic "Towards a Competitive Society in Central and Eastern Europe: Social Dimension", Kellokoski, Finland, 20-22 September 1992 (organized by the National Agency for Welfare and Health, Finland, and the European Centre for Social Welfare Policy and Research, Vienna, Austria); and Expert Group Meeting on the Social Consequences of Population Growth and Changing Social Conditions with Particular Emphasis on the Family, Vienna, 21-25 September 1992 (organized by UNCSDHA; see E/CN.5/1993/6).

4/ By means, for example, of the comprehensive strategy prepared by the Inter-American Indian Institute, Mexico, a specialized agency of the Organization of American States and published in América Indígena (Mexico), vol. L, No.1, enero-marzo, 1990, pp.119-140.

5/ See Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992 (A/CONF.151/26), vols. I, II and Corr.1 and III.

Notes (continued)

6/ In preparing this section the task of the Secretary-General was greatly facilitated by the transmission to him of a comprehensive review prepared specifically for this purpose by the Panafrican Institute for Development in Douala, Cameroon.

7/ The technical cooperation agency of the German Government (Deutsche Gesellschaft für Technische Zusammenarbeit - GTZ), in cooperation with the Asian and Pacific Development Centre, organized a Seminar on New Approaches to Social Security in South and South-East Asia, held at Chiang Mai, Thailand, in 1991, which extensively reviewed this issue (see I. P. Getubig and Sönke Schmidt, editors, Rethinking Social Security: Reaching Out to the Poor (Kuala Lumpur, Asian and Pacific Development Centre, 1992)).

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Organizational session for 1993
15 January and 2-5 February 1993
Item 3 of the provisional agenda*

BASIC PROGRAMME OF WORK OF THE COUNCIL

Letter dated 11 December 1992 from the Vice-Chairperson of the Joint Inspection Unit to the Secretary-General

As you are aware, the General Assembly, in paragraph 11 of its resolution 46/191 B of 31 July 1992, called upon the Economic and Social Council, at its next session, to review and, where appropriate, strengthen the applicable sections of the relationship agreements between the United Nations and member organizations of the United Nations common system, in particular article 8 of the relationship agreement between the United Nations and the International Telecommunication Union, in order to enhance comparability and further adherence to the goals and objectives of the common system.

The Joint Inspection Unit would like to contribute to the implementation of the said resolution. To this effect, we intend to prepare a report allowing the Economic and Social Council to review, at its next session, the relevant provisions of the relationship agreements. Our project corresponds to article V of the Joint Inspection Unit statute, which states, inter alia, that achieving greater coordination among organizations of the United Nations system is one of our obligations.

Inspectors Andrzej Abraszewski and Raúl Quijano will be the authors of the report. Both have a long record of involvement and experience in matters of administrative, personnel and budgetary coordination of the United Nations system.

(Signed) Erica-Irene A. DAES
Vice-Chairperson
Joint Inspection Unit

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* E/1993/2.

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5 January 1993

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ADOPTION OF THE AGENDA AND OTHER ORGANIZATIONAL MATTERS

Note verbale dated 29 June 1992 from the Director-General of the World Health Organization to the Secretary-General

The Director-General of the World Health Organization has the honour to transmit a copy of resolution WHA45.20, on the subject of multisectoral collaboration on WHO's programme on tobacco or health, which was adopted by the forty-fifth World Health Assembly on 13 May 1992 (see annex).

The Director-General wishes to draw attention to operative paragraph 2 of this resolution, in which the Economic and Social Council is requested to put the subject of "tobacco or health" on the agenda of its next sesssion, so that the subject is officially discussed with an appropriate follow-up in the United Nations General Assembly and organizations of the United Nations system.

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* E/1993/2.

Annex

WORLD HEALTH ASSEMBLY RESOLUTION 45.20

Multisectoral collaboration on WHO's programme on tobacco or health

The forty-fifth World Health Assembly,

Having considered the Director-General's report on collaboration within the United Nations system and noting the relevance of that collaboration in approaching issues such as "tobacco or health";

Recalling resolutions WHA42.19 and WHA43.16 regarding the socio-economic and development implications of tobacco in the countries that depend on tobacco production as a major source of income;

Reaffirming the need for multisectoral strategies, including the involvement of other members of the United Nations system in dealing with the complexities and difficulties of the subject of "tobacco or health";

Recalling the Executive Board's decision at its eighty-ninth session (EB89(16)) on the action taken by the Director-General in reporting to the Economic and Social Council of the United Nations, and the reaffirmation of the orientation given to WHO's programme on "tobacco or health";

Concerned about the lack of appropriate follow-up activities to the Director-General's report on the need for multisectoral collaboration within the United Nations system for the problem of "tobacco or health" at the session of the Economic and Social Council in July 1991;

Concerned about the economic effects of the reduction of tobacco production in the tobacco-producing countries which are still unable to develop a viable economic alternative to tobacco;

1. THANKS the Director-General for his report, and for bringing to the attention of the Economic and Social Council the need for collaboration within the United Nations system on the complex issue of "tobacco or health";

2. REQUESTS the Economic and Social Council of the United Nations to put the subject of "tobacco or health" on the agenda of its next session so that the subject is officially discussed with an appropriate follow-up in the United Nations General Assembly and organizations of the United Nations system;

3. REQUESTS the Director-General:

(1) to continue to seek and to facilitate multisectoral collaboration on WHO's "tobacco or health" programme within the United Nations system;

(2) to bring to the Council's attention WHO's concern over socio-economic problems of tobacco production and difficulties associated with assistance to the countries dependent on tobacco production, as reflected in the report requested in operative paragraph 3(5) of resolution WHA43.16.

Twelfth plenary meeting, 13 May 1992
A45/VR/12

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ELECTIONS AND APPOINTMENTS TO SUBSIDIARY BODIES OF THE COUNCIL, AND CONFIRMATION OF REPRESENTATIVES ON THE FUNCTIONAL COMMISSIONS

Note by the Secretariat

1. The attention of the members of the Economic and Social Council is drawn to a letter dated 10 December 1992 from the Permanent Representative of Czechoslovakia to the United Nations addressed to the Secretary-General (A/47/774). In that letter, the Permanent Representative informed the Secretary-General that, as of 31 December 1992, the Czech and Slovak Federal Republic would cease to exist and that the successor States were the Czech Republic and the Slovak Republic. As a result, the seat occupied by the former Czechoslovakia on a number of subsidiary bodies of the Council has become vacant.

2. The Council will therefore be called upon to hold elections to the following subsidiary bodies of which the former Czechoslovakia was previously a member, so that the terms of office may be completed (see E/1993/2/Add.1):

(a) Statistical Commission;

(b) Commission on Human Rights;

(c) Commission on the Status of Women;

(d) Commission on Narcotic Drugs;

(e) Executive Board of the United Nations Children's Fund;

(f) Governing Council of the United Nations Development Programme.

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* E/1993/2 and Add.1.

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